

Community Aspirations in the Deliberation Forum of Gorontalo Regency Development Planning, Indonesia

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Abstract. *Purpose of the study:* This paper is a study conducted to analyze people's aspirations in development planning. The study is directed to determine the ability of planning, factors that influence planning and the form of absorption of existing aspirations. *Methodology:* Qualitative research with data sources comes from daily interactions between related institutions and other stakeholders. *Main findings:* Deliberation forums in development planning are used as community aspirations, but in this case the community's role is still passive so that it causes the dominance of the bureaucratic elite in the development planning process, other things that influence are the quality of proposals, level of interest, politics, budget, delivery aspiration. Application of this research: This study provides an overview of the capabilities and shortcomings of the community in development planning, so that it can help stakeholders in designing development planning. The novelty / originality of this research: The actor who is very dominant in the development process is the government, we try to provide an overview of the other side of development planning when involving the community.

Keywords: Community Aspirations; Capability; Deliberation; Musrenbang; Regional Development Planning

1 Introduction

Satisfying development will be carried out if it starts with good planning so that it can be carried out by all development actors and meet the needs of the community. According to Bertman (2017: 4), stated that planning will deal with a fundamental problem on how technical planning knowledge is effective in informing public actions. Community participation in targets and target-oriented development aims to ensure that genuine participation occurs in social development practices (Pawar, 2017). Hamdi (2014: 3) argues that development will be doubly meaningless without aspirations from the community, in this case based on 2 things, namely: first, it can be an arena of elite deception to the community; secondly, it is an embodiment of a false democracy, because the concept of development is no more than the ideas and interests of mere elites.

The issue of the administration governance concept in the development process (Pieters & Piere, 1998), the people are no longer merely treated as objects, but rather as subjects and actors (Bingham et al, 2005). Where actors who come into play in the administration of government involve state, private, and civil society actors (Lambin and Torlakson, 2018). This

is as stated by Edwards (2015: 11) that the government is just one of the three major actors that form an institution called governance. Two other actors are the private sector and civil society. Referring to Edwards' view, we can understand that governance is the collaboration or partnership between actors including the state, private sector, and society. The collaboration refers to the collaboration in the governance process where the three actors have a role in the governance process based on mutually agreed-upon rules of the game.

Community participation in planning opens up the possibility of decision making based on the needs, priorities, and abilities of the community (Rasoolimanesh et al, 2017; Swapan, 2016). The role of the community is important because first, as a tool to obtain information about the conditions, needs, and attitudes of the local community, secondly, the community trusts more in development projects or programs if they feel involved in the preparation and planning process of Conyers (1994: 154-155). Participatory planning approaches as an appropriate tool to optimize community participation in planning (Halla, 2005). A very important and decisive aspect of implementing participatory planning is how community participation can be utilized to the fullest extent possible in planning (Richards & Dalbey, 2006).

Karianga (2011: 23) emphasized that the absorption of community aspirations in the development of the planning process is a form of public service carried out by local governments and is a demand for reform that needs to be carried out consistently to meet the needs and expectations of the community. Structured consistency of planning is needed in considering the principle of interrelation and continuity between planning and budgeting (Hussein, 2019). Government policies to provide opportunities for the public to express their aspirations will be far more meaningful when their participation is expanded and given a place to express their aspirations argumentatively (Dye, 1992: 66). community aspiration networking (Asmara Network) in the form of meetings, discussions, and seminars to get the community's view of the vision and mission of development desired by Sjafrizal (2014: 26). Community aspirations can also be absorbed through the implementation of the Development Planning Conference (Musrenbang) as mandated in Law Number.25 of 2004 concerning the National Development Planning System. Musrenbang can be carried out in stages starting from the village level up to the district, city, and provincial level, this is done because the aspirations of the community are not just born but are born of political parties through their representatives in the DPRD, various interest groups, pressure groups that become a political infrastructure to absorb the aspirations of the people.

Decentralization in regional development gives a greater mandate, role, authority, and responsibility in planning to local governments (Firman, 2010), Nograho et al (2011) state that coordination in planning is one of the most important controlling aspects as the liaison process to achieve equality and neatness as well as the linkages of the planned step and activity. The regional development planning agency (BAPPEDA) becomes an important means to realize an effective and responsible planning system. Law Number 23 of 2014 Article 260 concerning Regional Government states that the Regional Development Plan is coordinated, synergized, and harmonized by the Regional Apparatus in charge of Regional development planning. The planning process and formulation of local development planning technical policy begin with the Development Planning Consultation at the village level, the sub-district level, the SKPD forum, and the SKPD Joint Forum up to the District-level Development Planning Consultation and this coordination at least results in the formulation of the RAPBD preparation.

Although BAPPEDA has a strong legitimacy in formulating policies, it does not involve the aspirations of the community, the slow response is not related to the ability and potential of the BAPPEDA apparatus which is still very low so that it affects the coordination process

that has been carried out, so in assessing the ability, Saleh (2013: 43) argues that it consists of 4 dimensions; administrative ability, technical ability, analytical ability, and communication skills, this dimension is expected to support planning to encourage the aspirations of the community.

2 Research method

This research was conducted in Gorontalo Regency, a part of the Gorontalo Province with a population of 355,988 people and an area of 1,750.83 km² of the Sulawesi Island. This research was conducted to provide a comprehensive and in-depth overview of the ability of development planning to absorb the aspirations of the community. Some other considerations referred to Creswell (2010: 4) which states that qualitative research can be defined as a process for understanding social problems based on a holistic picture, reporting the views of informants in detail and structured scientifically. This research was conducted for 1 year and was natural with data sources that came from the background of life and the daily interactions among (BAPPEDA, priority SKPD, Civil society organization (CSO) activists, and other elements of government stakeholders).

A qualitative research method is to study further the phenomena associated with community aspirations in development planning. An interactive analysis model for data collection, data condensation, data presentation, drawing conclusions or verification used to be analyzed (Miles, Hebermen & Saldana, 2014). This model was chosen because it could show the willingness to truly understand or get a deep, comprehensive and detailed picture and understanding of an issue so that it can produce a valid conclusion.

3 Results and Discussion

3.1 Development Planning Process

Implementation of the Development Plan and Regional Development Planning Consultation is the final draft of the RKPD prepared by the Head of Bappeda based on the results of the Annual Musrenbang and must accommodate a minimum of 30% of the proposed district musrenbang and the results of the DPRD recess. This forum (table 1) starts at the village level to the sub-district level and ends at the regional level (SKPD and Musrenbang District forums). However, in this case, the participation of stakeholders (the community) in the regional development planning process is still passive, that is, just being present at the Musrenbang forum. This is due to the strong domination of the bureaucratic elite from the village level to the district level. The mechanism of cooperation between stakeholders has not been regulated so that each of them still defends their opinions (proposals) without thinking about the common interests. The decision-making process in development planning is still dominated by bureaucratic elites. At the village level, the dominance of village heads and their instruments are still very clear. Likewise, at the district level, the dominance of the bureaucratic elite in the department (SKPD) is still very strong.

Table 1. Data of Community Proposals through from Musrenbang District Forums

No	Sub-District	Total Program Proposed	Proposed programs are accommodated	The Proposed program not accommodated
1.	Asparaga	198	42	156
2.	Batudaa	305	47	258
3.	Batudaa Beach	195	28	167
4.	Biluhu	367	58	155
5.	Bolihuto	599	61	538
6.	Bongomeme	402	6	396
7.	Bilato	217	18	199
8.	Dungalio	233	13	220
9.	Limboto	130	9	121
10.	Limboto West	335	12	347
11.	Mootilango	206	10	196
12.	Pulubala	221	11	210
13.	Tabongo	115	10	108
14.	Telaga	203	8	195
15.	Telaga Blue	241	14	227
16.	Telaga Jaya	99	34	93
17.	Tibawa	339	8	331
18.	Tilango	165	11	160
19.	Tolangohula	213	10	204
	Total	4.650	459	4.191

3.2 The Ability of Regional Development Planning in Absorbing People's Aspirations

Bappeda as a special institution that handles development planning mechanisms, the role of Bappeda is very central whose main function as a coordinator for each SKPD in carrying out activities directly related to the community both physically, economically and socially culture. The proposed SKPD Work Plan that has been set in the Budget Work Plan (RKA) to be accommodated in the Budget Implementation List (DPA) is only around 71.36%, it shows that the ability of the regional government budget is still relatively minimal in the amount of SKPD proposals (Table 2). The budget absorption capacity will be far smaller when compared to the total aspirations of the people conveyed through the Musrenbang, both from the total budget and the total package.

Table 2. Distribution of Program, Activity and Budget Proposals as well as Realization of SKPD and Musrenbang Proposals

No	SKPD	Proposed Budget	Direct Expenditures	Directly to the Community	Percentage of Direct Expenditure to the Public
1	Department of Public Works and Spatial Planning	76.218.507.080	46.086.306.417	42.453.865.400	92.03
2	Department of Education and culture	42.984.303.400	32.654.972.201	27.316.473.317	73.12
3	Department of Health	54.655.243.105	33.456.320.100	31.453.190.137	80.25
4	Department of	42.843.617.238	41.945.123.234	30.568.465.318	71,36

No	SKPD	Proposed Budget	Direct Expenditures	Directly to the Community	Percentage of Direct Expenditure to the Public
5	Agriculture Department of Fisheries	37.680.680.300	32.692.456.300	29.983.654.204	80, 94
6	Department of Commerce	35.785.876.400	35.576.872,132	34.376.963.400	96.04
7	Department of Transportation	34.983.763.889	32.476.342.200	31.987.737.921	80.42

The success of coordination is determined by the ability of HR in this regard we propose 4 dimensions of organizational capability that must be valued in managing the aspirations of specific communities in development planning Saleh (2013), in this case:

- a. Administrative Capability. Administrative capability in social planning shows that the ability of the apparatus still needs to be improved because the way to formulate the project program still does not reflect the basic assumptions, as shown through the annual social program that is formulated is still like providing service facilities. Not to see the human aspect as a center and potential for development. Whereas according to. The administrative ability of an organization if it is not supported by human potential, planning will not be directed which has implications for development that is not as expected, administrative capacity is an absolute for planning.
- b. Technical Capability. Technical capability is needed, especially data management, management with data that can easily facilitate planning following the needs of the community. At present in Gorontalo regency accurate data availability is very good this is with the application of data based on Electronic / E-Database so that related data are no longer fragmented making it easier to determine community priorities
- c. Analytical Capability. The analytical capability of leaders and planners is good by looking at the priority needs of people in each region that are so diverse, but still must be strengthened in terms of strategic thinking skills, and oriented to solving problems especially problems faced by the community.
- d. Communication Skills. The problem of community participation that does not start well with communication requires an effort to change the views and understanding of the community. Communication can increase aspirations that are incentives to act real through development messages that contain ideas or even development programs to convince the community that it is beneficial to future society.

3.3 Factors that Influence People's Aspirations

Musrenbang is a forum for the community to provide development planning proposals that are not all accommodated because in general the number of people's aspirations is greater than the existing budget in Gorontalo District, in addition the community's assumption views that the visible and physical problems are more important than social and economic matters. affect people's aspirations. This certainly becomes a dilemma when looking at reality (Figure 1) community aspirations that can be accommodated in the SKPD Work Plan.

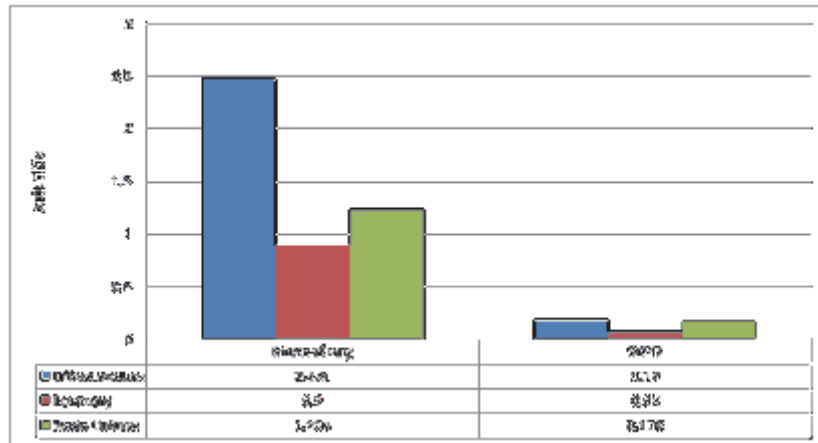


Fig. 1. SKPD Joint Forum Recapitulation in 2019 Musrenbang with SKPD Work Plan

Therefore, we propose a few things that can be done by the community to appreciate their proposals in the development plan, namely:

a) The Quality of Proposed Idea

Low community involvement in every development process as a result of apathy on the government ignorance of its role in decision making, and the low level of education and lack of information that has caused the quality of the proposed program/activity is very low. As a result, the community through the village apparatus is competing to make as many program proposals as possible regardless of the level of program/activity needs. The community submitted as many proposals as possible, hoping that their proposals would be accommodated, which eventually piled up. Communities submit proposals not based on needs but only based on personal desires.

b) Urgency Level

The priority of activity is usually determined by how much the need level and interests. In the timeframe from the results of the preparation of Musrenbang to the process of drafting the RAPBD to the determination of the APBD and APBD Changes can usually affect the priorities of the proposals set out in Musrenbang. In that period many things could happen, such as the existence of regulations from the Provincial Government and the Central Government requiring the allocation of funds at certain posts. This will cause shifts or even the abolition of an activity which is considered not urgent even though the activities have been agreed upon in Musrenbang.

c) Political Interests

People's aspirations are often the arena of political battles among the political parties, political elites who have power in government, and community groups so that aspirations can be absorbed. From interviews with resource persons from the SKPD, it was stated that many of the proposed activities were entrusted by certain parties which certainly were not the result

of absorbing the aspirations of the community in Musrenbang. Political intervention is no longer a public secret. Under the pretext for the benefit of the community, various parties often with the power they have imposed an activity or program to be included in the Regional Budget. The disappearance of community proposals based on the results of Musrenbang not only occurred in the process of proposing the Regional Revenue Budget Draft but also during the discussion. So that many people consider development planning deliberations only limited to "formality" or as a legitimate tool for a plan that involves the community. Because in general, after entering the district government the people's aspirations are often curtailed, often even replaced with projects resulting from infidelity between certain DPRD members and the executive, so that strong political intervention beats the results of Musrenbang so that it makes.

d) Budget Constraints

Not all proposals submitted by the community in Musrenbang can be financed because of a limited budget, the amount of people's aspirations is not proportional to the amount of available budget, another problem is the community's proposal is not by the standard needs of most people at most proposing based on desires rather than based needs, these are things that cause the aspirations of many people who are not accommodated.

e) Representation and the Ability to Convey and Capture Aspirations

In each phase of Musrenbang, community representation can be said sufficient. At Musrenbangdes, for example, BPD members were present as community representatives, community leaders and representatives of each community group. Likewise, at the subdistrict level Musrenbang, community leaders were also present. During the district-level Musrenbang, community leaders, non-government organizations and community organizations were present. However, representation in the form of attendance alone is not enough to guarantee the aspirations of the bottom conveyed or become part of the decision making at a later stage. It needs to be seen to what extent community representatives represent their groups and have the strength and ability to express their aspirations with the support of a conducive atmosphere and give them a sense of comfort. In the process of gathering aspirations, the opportunity to convey aspirations has not been fully utilized by the participants. There are still participants who did not submit their proposals. They just attend or participate in giving the same proposal as stated by the previous participant.

The proposals from the community in the Musrenbang forum tend to be oriented to the quantity (number) of proposals but do not look at the quality of proposals and do not look at the needs that must be met by policymakers. Landabaso (1997) suggests that innovation in regions is underdeveloped due to lack of understanding of regional development by the public, policy planners and policy implementers. He suggested practical ways of overcoming this by encouraging and developing regional innovation strategies. This strategy aims to harmonize good cooperation between stakeholders, create good institutional conditions and innovation in policymaking. Good communication and analysis skills by policymakers are needed in bridging all ideas and input from the community, besides that there needs to be a good understanding of the community regarding the principle of need in regional development planning (Broadway, 2000).

Musrenbang activities are currently dominated by the interests of the political elite so that it affects the marginalized people's voices and impacts on government policies. The voice of

marginal people has not been fully accommodated or colored in the discussion in Musrenbang. This is due to differences in understanding of the "needs" among the parties involved in Musrenbang, the needs raised by marginalized communities will very likely differ from those expressed by participants who have positions or status in the community. Dermont et al (2017) state that differences in policymaking do not only look at from a single perspective and approach to social status but need broader perspectives on processes, funding, actors, and objects as well as the main actors. In this case, there needs to be good analytical, technical and administrative skills from among the government, the private sector and civil society.

A disproportionate participant can cause the aspirations of marginal communities to be defeated by aspirations that have influence. For this reason, alternative channels or media are needed for the marginal community (women or poor community groups) that can protect the proposal in the local government work plan.

4 Conclusion

The capability level and societies' weak capacity unity is one of the inhibiting factors in the process of regional development planning, to overcome obstacles, we suggest that the Gorontalo District Government implement Civil Society Empowerment and participatory planning training. The cause of community helplessness is because of apathy, ignorance and weak bargaining position. To improve the three of them there must be a serious effort from the government, political parties, NGOs / LSMs, and other components to make people aware of their rights and obligations as citizens (civic consciousness). In terms of political interests all components, especially the authorities at the district level, and respected DPRD members should make the people as people to be served, not vice versa. Because the main purpose of development is to improve the welfare of the community. In the quality of proposals, the government should provide/open access to the widest possible information to the public so that they understand the programs/activities that will be carried out by the government, both provincial and district. Providing understanding to the community about how to make proposals for activities that are truly following their needs, bearing in mind that the funds allocated for socialization and direction activities come from related SKPD.

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